

DIRECTIVE

WORKFORCE SERVICES

Number: WSD07-1

Date: August 16, 2007
69:322:pm:11050

TO: WORKFORCE DEVELOPMENT COMMUNITY

SUBJECT: COMMON MEASURES WAIVER REQUEST

EXECUTIVE SUMMARY:

Purpose:

The purpose of this directive was to solicit comments from the workforce community on the State of California's proposal to request a waiver of Workforce Investment Act (WIA) Section 136(b)(2) and (c)(1) specifying state and local performance measures. Obtaining a waiver from the Secretary of Labor allows the State to reduce the number of WIA performance measures from 17 to six, aligned with the common measures defined by the Department of Labor (DOL). The State is considering implementation of the common measures for Program Year (PY) 2007-08. This directive makes final WIA Draft Directive WIADD-142, issued on May 30, 2007. The attachment to this directive provides a detailed discussion of California's waiver proposal. This waiver request was approved by the California Workforce Investment Board (CWIB) on July 26, 2007.

Scope:

This directive applies to the 49 Local Workforce Investment Areas (LWIA) and the California's workforce development community.

Effective Date:

Because we expect full approval of this waiver request, this directive is effective upon release. The common measures waiver will be submitted for approval by the Governor and upon approval to DOL by the CWIB. Once DOL makes a determination, then additional guidance will be issued to the community.

REFERENCES:

- Workforce Investment Act (WIA) of 1998 Section 192 (a)(1)
- Workforce Investment Act (WIA) of 1998 Section 189 (i)
- Title 20 Code of Federal Regulations (CFR) Section 661.400, 661.410, 661.420, 661.430 and 661.440

- DOL Training and Employment Guidance Letter (TEGL) 17-05, Common Measures Policy for the ETA's Performance Accountability System and Related Performance Issues (February 17, 2006).

STATE-IMPOSED REQUIREMENTS:

This directive contains no State-imposed requirements.

FILING INSTRUCTIONS:

This directive finalizes Draft Directive WIADD-142, issued for comment on May 30, 2007. The Workforce Services Division received six comments during the draft comment period; the comments received did not result in any substantive changes to this directive. However, this directive incorporates changes that are viewed as highlighted text. The highlighted text will remain on the Internet for 30 days from the issuance date. Retain this directive until further notice.

BACKGROUND:

California currently reports 17 performance measures for the WIA Title IB programs. There are four primary measures across three funding streams – Adult, Dislocated Worker, and Older Youth, three performance measures for Younger Youth, and two customer satisfaction measures.

In 2001, the President announced a budget and performance integration initiative. As part of this initiative, federal agencies were charged with developing common performance measures across similar programs. In response to this initiative, DOL announced its intention to implement a set of common measures on July 1, 2005, for several workforce programs. The DOL common performance measures described in the TEGL 17-05 reflect the agreed upon measures for the federal employment and training programs, including programs administered by DOL and the Department of Education.

This State initiative to move forward with consolidated measures reflects the Governor's desire to better evaluate the success of California's employment and training system. The key elements of the proposed waiver request include:

- Combining performance measurement of clients served with Adult and Dislocated Worker WIA funds;
- Using a single set of measures for clients served through the Youth funding stream, thus eliminating Older Youth as a sub-population for the purpose of the performance measurement;
- Eliminating the credential measure for Adults and Dislocated Workers; and
- Eliminating the customer satisfaction measurement system required by DOL.

ACTION:

Bring this directive and the attached proposed waiver request to the attention of the appropriate staff. Once all comments are received and this directive is final, the Employment Development Department will forward the common measure waiver request to the CWIB for appropriate action. Upon completion of all waiver requirements, the CWIB will forward the waiver request to DOL for review and further consideration. This waiver request was approved by the CWIB on July 26, 2007.

INQUIRIES:

If you have any questions, please contact your [Regional Advisor](#) at (916) 654-7799.

/S/ BILL BURKE
Assistant Deputy Director
Workforce Services Branch

/S/ BOB HERMSMEIER
Chief
Workforce Services Division

Attachment

PROPOSED WAIVER REQUEST for Public Comment

BACKGROUND

Currently, states report 17 performance measures for the Workforce Investment Act (WIA) Title IB programs. There are four primary measures across three funding streams—Adult, Dislocated Workers, and Older Youth, three performance measures for Younger Youth, and two customer satisfaction measures. Table 1 below summarizes these measures.

TABLE 1. CURRENT PERFORMANCE MEASURES UNDER WORKFORCE INVESTMENT ACT TITLE IB

PROGRAM	PERFORMANCE MEASURE	TOTAL MEASURES
Adults	Entered Employment, Employment Retention, Average Earnings, and Employment with a credential	4
Dislocated Workers	Entered Employment, Employment Retention, Average Earnings, and Employment with a credential	4
Older Youth	Entered Employment, Employment Retention, Earnings Change, and Employment with a credential	4
Younger Youth	Skill Attainment; Attainment of a Diploma or GED; Retention in Employment, post-secondary education, or the military	3
Across all Programs	Customer Satisfaction (Job Seeker and Employer)	2
Total Performance Measures		17

In 2001, as part of his management agenda, the President announced a budget and performance integration initiative. In this move toward more results-oriented government, the Office of Management and Budget is charged with developing common performance measures across similar programs. The Department of Labor (DOL) common measures reflect the agreed upon measures for the federal employment and training programs, including programs administered by DOL and the Department of Education among others.

Under the proposed waiver, California will simplify the WIA performance system by discontinuing use of the current 17 performance measures and reducing the WIA outcome measures to six. This will allow for further planning with the local partners. Table 2 below lists the six performance measures California is proposing to implement effective July 1, 2007, under the waiver. Table 3 provides a detailed definition for each of the common measures.

TABLE 2. COMMON PERFORMANCE MEASURES

PROGRAM	PERFORMANCE MEASURE	TOTAL MEASURES
Adults & Dislocated Workers	Entered Employment; Employment Retention; Average Earnings	3
Youth	Placement Employment or Education, Attainment of a Degree or Certificate; Literacy and Numeracy Gains	3
Total Measures		6

STATUTORY PROVISIONS TO BE WAIVED

(WIA) Section 136(b)(2) and (c)(1) specifying State and local performance measures.

GOALS TO BE ACHIEVED THROUGH THE WAIVER

This State initiative to move forward with consolidated measures reflects the Governor's desire to better evaluate the success of California's employment and training system. State and local partners express frustration over conflicting data collection requirements and performance objectives across the system and have indicated that these requirements can be an impediment to integrated services. Starting with this WIA Title IB initiative, California will work with our partners to expand the use of the common measures across employment and training programs in the State.

TABLE 3. COMMON MEASURES AT-A-GLANCE

ADULT MEASURES ¹	YOUTH MEASURES
Entered Employment <i>Of those who are not employed at the date of participation:</i> Number of adult participants who are employed in the first quarter after exit quarter <hr/> Number of adult participants who exit during the quarter	Placement in Employment or Education <i>Of those who are not in post-secondary education or employment (including the military) at the date of participation:</i> Number of youth participants who are in employment (including the military) or enrolled in post-secondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter <hr/> Number of youth participants who exit during the quarter.
Employment Retention <i>Of those who are employed in the first quarter after exit:</i> Number of adult participants who are employed in <u>both</u> the second and third quarters after exit quarter <hr/> Number of adult participants who exit during the quarter	Attainment of a Degree or Certificate <i>Of those enrolled in education (at the date of participation or at any point during the program):</i> Number of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter <hr/> Number of youth participants who exit during the quarter
Average Earnings <i>Of those adult participants who are employed in the first, second, and third quarters after the exit quarter:</i> Total earnings in the second plus total earnings in the third quarters after the exit quarter <hr/> Number of adult participants who exit during the quarter	Literacy and Numeracy Gains <i>Of those out-of-school youth who are basic skills deficient:</i> Number of youth participants who increase one or more educational functioning levels <hr/> Number of youth participants who have completed a year in the program (i.e., one year from the date of first youth service) plus the number of youth participants who exit before completing a year in the youth program.

STATE OR LOCAL STATUTORY OR REGULATORY BARRIERS

The relevant portions of WIA Section 136 do not conflict with any state or local statute or regulation. The existing performance system does discourage the development of additional performance measures.

¹ The Adult Common Measures include both Adult and Dislocated Worker participants.

DESCRIPTION OF THE WAIVER GOAL AND PROGRAMMATIC OUTCOMES

The waiver is designed to:

- a. Simplify and streamline the performance measurement system;
- b. Create the opportunity for state-specific performance measures through a reduction in the federally mandated measures;
- c. Increase program integration by focusing the system on common goals; and
- d. Improve evaluation of California's employment and training system.

PROVIDING PUBLIC NOTICE

This waiver was posted for 30-day public comment through the Employment Development Department, Workforce Community Web page and through the California Workforce Investment Board Web site.

DESCRIPTION OF INDIVIDUALS AFFECTED BY THE WAIVER

Approval of this waiver will positively affect all customers of California's workforce investment system by eliminating accountability as a barrier to service and improving program integration in the One-Stops.

DESCRIPTION OF THE PROCESS FOR MONITORING PROGRESS

The State's WIA management information system, the Job Training Automation System, has been modified to allow the State, its local workforce investment boards, and other WIA funded program operators to monitor client outcomes based on the core performance measures currently specified under WIA Section 136 and the common measures defined in TEGL 17-05. The State will report the common measures outcomes to DOL quarterly.